

Message Text

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FOR AF ONLY

EO 11652: XGDS-3
TAGS: SHUM TO
SUBJ: HUMAN RIGHTS-TOGO: ANALYSIS AND RECOMMENDATIONS

REF: STATE 212861

1. LEGITIMATE OBJECTIVES AND RECOMMENDED ACTIONS-IN TERMS OF THE PROBLEMS OF POLITICAL UNIFICATION AND ECONOMIC DEVELOPMENT WHICH CHALLENGE THE TOGOLESE GOVERNMENT, HUMAN RIGHTS OBSERVANCE IN TOGO IS BALANCED, CONSTRUCTIVE AND SUITED TO THE ENVIRONMENT. (IN THIS CONNECTION, WE ARE TAKING INTO ACCOUNT PRESIDENTIAL DIRECTIVE NSC-30 WHICH STATES THAT OUR HUMAN RIGHTS POLICY SHOULD BE APPLIED WITH DUE CONSIDERATION TO THE CULTURAL, POLITICAL AND HISTORICAL CHARACTER OF EACH NATION AND THAT IN EVALUATING HUMAN RIGHTS THE PRIMARY EMPHASIS SHOULD BE PLACED ON LONG TERM TRENDS AND ON THE CUMULATIVE EFFECT OF SPECIFIC EVENTS.)

A. INTEGRITY OF THE PERSON

OBJECTIVE: FURTHER PROGRESS SUCH AS STRENGTHENING PRESIDENT EYADEMA'S PROHIBITION ON TORTURE.

ACTION: MONITOR THE IMPROVED LEVEL OF RESPECT FOR INTEGRITY OF THE PERSON. CONTINUE PRIVATE DIALOGUE

IMPORTANCE AND FEASIBILITY: THE TOGOLESE RECORD ON INTEGRITY OF THE PERSON IS GENERALLY GOOD BUT COULD BE IMPROVED.

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LAST YEAR TOGO RELEASED ALL KNOWN POLITICAL PRISONERS AND WELCOMED A VISIT BY AMNESTY INTERNATIONAL, PARTLY IN RESPONSE TO OUR ENCOURAGEMENT.

B. FULFILLMENT OF VITAL NEEDS

OBJECTIVE: HELP THE TOGOLESE GOVERNMENT'S EFFORT TO FULFILL THE VITAL NEEDS OF ITS PEOPLE IN AN EQUITABLE MANNER.

ACTION: CONTINUE TO IMPROVE OUR ECONOMIC ASSISTANCE PROGRAMS

IN TOGO AND SUPPORT EXIM BANK AND IFI LOANS TO TOGO.

IMPORTANCE AND FEASIBILITY: TOGOLESE PERFORMANCE ON THE FULFILLMENT OF VITAL NEEDS COULD DEFINITELY BE IMPROVED, BUT THIS IS LARGELY A MATTER OF RESOURCES. OUR EXISTING AID PROGRAMS, THOSE OF OTHER COUNTRIES AND FINANCIAL INSTITUTIONS AIDING TOGO HELP IT TO BEGIN TO COME TO TERMS WITH ITS COMPLEX ECONOMIC PROBLEMS.

C. CIVIL AND POLITICAL LIBERTIES

OBJECTIVE: DEVELOP GROUNDS FOR MORE THOROUGH DIALOGUE ON THIS SUBJECT.

ACTION: CONTINUE TO MONITOR PROBLEM AREAS SUCH AS FREEDOM OF RELIGION AND APPLICATION OF PERSONNEL POLICIES DESIGNED TO REDRESS THE EFFECTS OF PAST DISCRIMINATION ON ETHNIC GROUNDS (IE, REPLACEMENT OF SOUTHERNERS IN GOVERNMENT BY INCLUSION OF MEMBERS OF OTHER ETHNIC OR REGIONAL GROUPS). IMPORTANCE AND FEASIBILITY: TOGO'S RECORD ON POLITICAL FREEDOM IS WEAK, BUT ITS IMPROVEMENT CANNOT SIMPLY BE A MATTER OF ALLOWING OR ENCOURAGING MORE FREEDOM OF POLITICAL ACTIVITY. THE PROBLEMS OF MASS EDUCATION AND POLITICAL CONSENSUS FOR A NATION STILL LARGELY FRAGMENTED AFTER ALMOST TWENTY YEARS OF INDEPENDENCE WILL BE THE KEY TO PRODUCING AN ENVIRONMENT CONDUCIVE TO RESPECT FOR POLITICAL AND CIVIL LIBERTIES. THE GOVERNMENT REMAINS CONCERNED ABOUT INTERNAL SECURITY IN THE FACE OF SEVERAL EXTERNALLY-SUPPORTED ATTEMPTS TO ASSASSINATE THE PRESIDENT. THIS YEAR THE GOVERNMENT DISCOURAGED ACTIVITIES OF SOME RELIGIOUS GROUPS; ITS MOTI-
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VATION APPEARS TO BE CONCERN ABOUT THEIR POTENTIAL DISRUPTIVE ROLE IN A FRAGMENTED POLITICAL ENVIRONMENT AND CONCERN OVER THEIR TAKING ADVANTAGE OF A POPULATION WITH VERY LITTLE EDUCATION. THE BAR ON CERTAIN GROUPS HAS EVIDENTLY BEEN APPLIED IN A MODERATE MANNER (LOME 1579, LOME 1578, LOME 1594, STATE 121476).

D. US LEVERAGE

OUR ECONOMIC ASSISTANCE TO TOGO, WHICH IS DIRECTED TOWARDS BASIC HUMAN NEEDS, IS GROWING BUT REMAINS MODEST RELATIVE TO THAT OF FRANCE AND GERMANY WITH WHICH TOGO HAS A TRADITIONAL RELATIONSHIP. WE HAVE GIVEN NO MILITARY ASSISTANCE. WE DID PROVIDE A ONE SHOT TRAINING PROGRAM FOR TWO OFFICERS AND TRANSPORTED TOGOLESE TROOPS AND EQUIPMENT TO PARTICIPATE IN THE AFRICAN PEACEKEEPING FORCE IN SHABA. OUR PEACE CORPS PROGRAM IN TOGO IS EXPANDING AND FOCUSED ON MEETING THE DEVELOPMENT NEEDS OF THE PEOPLE. TOGO CONTINUES TO RECEIVE LOANS FROM EXIM BANK AND VARIOUS INTERNATIONAL FINANCIAL INSTITUTIONS TO WHICH THE UNITED STATES CONTRIBUTES.

2. HOST COUNTRY REACTION TO US HUMAN RIGHTS POLICY-THE GOVERNMENT OF TOGO HAS BEEN MADE AWARE OF OUR HUMAN RIGHTS POLICIES THROUGH THE PUBLIC MEDIA AND THROUGH CONTACTS AT

SENIOR LEVELS OF THE GOVERNMENT. LAST YEAR'S RELEASE OF POLITICAL PRISONERS AND INVITATION TO AMNESTY INTERNATIONAL WERE IN PART A RESPONSE TO OUR BILATERAL DISCUSSIONS ON HUMAN RIGHTS. THE GOVERNMENT REMAINS CONCERNED ABOUT SOVIET/CUBAN ACTIVITIES IN AFRICA WHICH IT CONSIDERS A POTENTIAL THREAT TO THE SECURITY OF TOGO. THE GOVERNMENT BELIEVES THAT NATIONAL UNITY AND ECONOMIC DEVELOPMENT REQUIRE FIRM LEADERSHIP AND RESPECT FOR THE PRESIDENT. THIS IS LARGELY IN KEEPING WITH THE ETHNIC DIVERSITY IN TOGO AND THE LOCAL TRADITION OF TRIBAL LEADERSHIP CENTERING AROUND ONE MAN. WE DO NOT KNOW THE REACTION OF NON-GOVERNMENT GROUPS TO OUR HUMAN RIGHTS POLICIES, BUT WE BELIEVE THAT THESE GROUPS, AND INDEED SOME ELEMENTS OF THE GOVERNMENT, WOULD APPRECIATE A GRADUAL LOOSENING OF RESTRICTIONS OF FREEDOM OF

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POLITICAL EXPRESSION IN TOGO. THE POLITICAL OPPOSITION IS HARD TO IDENTIFY BUT IS BELIEVED TO BE DRAWN PRIMARILY FROM THE SMALL POLITICAL/ECONOMIC ELITE. THE GOVERNMENT IS CONCERNED ABOUT SEVERAL EXTERNALLY SUPPORTED ASSASSINATION ATTEMPTS ON THE PRESIDENT WHICH APPARENTLY ORIGINATED WITHIN OPPOSITION ELEMENTS FORMERLY IN POWER.

3. PROSPECT FOR CHANGE-THE PROSPECT FOR GRADUAL CHANGE APPEARS HOPEFUL.

4. THE ABOVE COURSE OF ACTION, IF APPLIED WITH FLEXIBILITY, SHOULD BE HELPFUL TO US INTERESTS.

5. LIKELIHOOD OF HOST GOVERNMENT SUPPORTING US EFFORTS TO PROMOTE HUMAN RIGHTS THROUGH GOVERNMENTAL AND NON-GOVERNMENTAL ORGANIZATIONS-THE GOVERNMENT OF TOGO WOULD PROBABLY BE RECEPTIVE BUT TO WHAT EXTENT REMAINS TO BE SEEN.

KIRKPATRICK

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